

Message Text

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QUOTE

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SUBJECT:POLICY OBJECTIVES FOR US-FINNISH RELATIONS 1975

1. AS A RESULT OF INTERAGENCY DISCUSSION AND REVIEW,

FOLLOWING SHORT-TERM POLICY OBJECTIVES HAVE BEEN DEVELOPED
AND APPROVED FOR US-FINNISH RELATIONS. THIS TEXT DREW ON
PERCEPTIVE AND WELL-REASONED ANNUAL POLICY ASSESSMENT
PROVIDED BY HELSINKI'S 786. FOLLOWING TEXT SHOULD BE
CONSIDERED AS CURRENT POLICY GUIDANCE SUPPLANTING EXISTING
PARA.

2. WE PLAN TO DISCUSS SUBSEQUENTLY WITH EMBASSY HOW THIS
STATEMENT OF POLICY OBJECTIVES SHOULD FIT IN WITH
FUTURE ANNUAL ASSESSMENT SUBMISSIONS AS WELL AS QUESTION OF
MOST APPROPRIATE TIMING OF ANNUAL POLICY REVIEW PROCEDURES
FOR FUTURE

YEARS.

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3. BEGIN TEXT:

A. UNITED STATES INTERESTS

NON-COMMUNIST FINLAND, BORDERING ON THE SOVIET UNION, IS THE ONLY COUNTRY TO RESIST SOVIET ARMED AGGRESSION IN 1939-1944 WHICH IS STILL INDEPENDENT. IT IS AN IMPORTANT US INTEREST THAT THE SOVIETS BE DENIED THE MILITARY USE OF FINNISH TERRITORY BECAUSE OF THE ADDITIONAL THREAT TO WESTERN EUROPE THIS WOULD ENTAIL. PERSISTENT SOVIET EFFORTS TO MAKE FINLAND A SHOWCASE OF "PEACEFUL CO-EXISTENCE" MUST BE BALANCED BY WESTERN EFFORTS TO ASSURE FINLAND OF SUPPORT FOR A WESTERN-ORIENTED, NON-COMMUNIST ECONOMIC AND POLITICAL SOCIETY.

THE MAXIMUM INDEPENDENCE OF FINLAND IS IN THE US INTEREST IN ORDER TO MINIMIZE OPPORTUNITIES FOR SOVIET DOMINATION AND SUBVERSION OF A DEMOCRATIC COUNTRY. IT IS ALSO IN OUR INTEREST TO ASSURE THAT FINLAND'S NEUTRALITY BE EVEN-HANDED. WE MUST SEEK TO REINFORCE THE UNDERPINNING OF FINNISH NEUTRALITY AND TO CHANNEL FINNISH INVOLVEMENT IN INTERNATIONAL AFFAIRS INTO CONSTRUCTIVE UNDERTAKINGS, SUCH AS PARTICIPATION IN UN PEACEKEEPING ACTIVITIES. WE MUST ALSO TRY TO ENSURE THAT FINNISH EFFORTS TO PLAY THE ROLE OF EAST-WEST OR NORTH-SOUTH BRIDGEBUILDER, MEDIATOR OR HONEST BROKER BE EQUALLY TO THE INTEREST AND BENEFIT OF BOTH SIDES.

B. US POLICY OBJECTIVES

1. PROMOTION OF AN OBJECTIVE FINNISH NEUTRALITY POLICY AS THE BEST SAFEGUARD OF FINNISH INDEPENDENCE

-- DEMONSTRATE THROUGH PUBLIC AND PRIVATE STATEMENTS US SUPPORT OF FINNISH INDEPENDENCE AND NEUTRALITY. THE POSSIBLE VISIT OF KEKKONEN TO THE US IN 1976 WOULD PROVIDE AN APPROPRIATE OCCASION FOR SUCH STATEMENTS BY

PRESIDENT FORD AND HIGH-RANKING US GOVERNMENT OFFICIALS.

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-- STIMULATE AND SUPPORT FINNISH INITIATIVES FOR EXPANDED FINNISH PARTICIPATION IN UN ACTIVITIES, PARTICULARLY WITHIN THE UN PEACEKEEPING MACHINERY AND IN DISARMAMENT NEGOTIATIONS WHERE THE FINNS HAVE CONSIDERABLE INTEREST. SUCH INVOLVEMENT HAS ENHANCED, AND WILL CONTINUE TO ENHANCE FINLAND'S REPUTATION AS A CONSTRUCTIVE, INDEPENDENT AND "PROFESSIONAL" NEUTRAL.

-- INDICATE US SUPPORT AND APPRECIATION FOR FINNISH INITIATIVES TO HAVE HELSINKI RECOGNIZED AS A MAJOR MEETING SITE FOR EAST-WEST, UN AND OTHER INTERNATIONAL CONFERENCES SUCH AS CSCE AND SALT. THESE MEETINGS ALSO SERVE TO REINFORCE FINLAND'S ROLE AS AN INDEPENDENT, NEUTRAL COUNTRY.

-- MAKE IT CLEAR THAT US SUPPORT FOR HOLDING INTERNATIONAL

. CONFERENCES IN HELSINKI DEPENDS UPON PERCEPTION OF
FINLAND AS EVEN-HANDED IN ITS NON-ALIGNMENT.

-- DISCOURAGE FINNISH "PEACE" INITIATIVES DESIGNED LARGELY
OR SOLELY TO BUILD UP CREDIT IN MOSCOW OR WITHIN THE THIRD
WORLD, SUCH AS KEKKONEN'S NORDIC NUCLEAR-FREE ZONE THESIS.

-- ENCOURAGE THE FINNS TO HELP ASSURE COMPLIANCE WITH THE
SPIRIT OF THE HELSINKI SUMMIT AND ATTAIN FOLLOW-THROUGH
ON AGREEMENTS REACHED IN THE CSCE.

-- EXLND SIGNIFICANTLY THE FINNISH-AMERICAN EXCHANGE OF
HIGH-LEVEL VISITS. CONSIDER FAVORABLY A VISIT BY
PRESIDENT KEKKONEN TO THE US IN THE 1976 BICENTENNIAL
YEAR.

-- AMERICAN OFFICIALS TRAVELLING ELSEWHERE IN EUROPE
SHOULD BE ENCOURAGED TO CONSIDER BRIEF VISITS TO FINLAND
TO INDICATE CONTINUOUS AMERICAN INTEREST IN THAT COUNTRY.

2. ENCOURAGEMENT OF FINNISH TIES WITH OTHER WESTERN
COUNTRIES AND MAINTENANCE OF WESTERN VALUES AND A
WESTERN-ORIENTED POLITICAL/ECONOMIC SYSTEM

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(A) POLITICAL

-- FOLLOW FINNISH POLITICAL DEVELOPMENTS CLOSELY WITH
PARTICULAR ATTENTION TO CHANGES WHICH COULD AFFECT US
INTERESTS.

-- OAIN TAIN RELATIONS WITH ALL FINNISH POLITICAL PARTIES.

-- INCREASE EFFORTS TO BRING ABOUT BROADER CONTACTS BE-
TWEEN LEADERS OF FINNISH TRADE UNIONS AND THEIR
AMERICAN COUNTERPARTS.

-- INCREASE EMBASSY ACTIVITY AMONG FINNISH YOUTH GROUPS
AND ORGANIZATIONS WHICH ARE POLITICALLY ACTIVE, E.G.,
WITHIN THE POLITICAL PARTIES AND IN THE UNIVERSITIES.

-- ENCOURAGE FINLAND'S WESTERN EUROPEAN NEIGHBORS (AND NOT
MERELY THE OTHER NORDICS) TO STRENGTHEN THEIR POLITICAL
AND COMMERCIAL TIES TO FINLAND.

(B) ECONOMIC

-- RECOGNIZE THE POLITICAL BENEFIT FOR FINLAND TO HAVE

ACCESS TO WESTERN EUROPEAN AND AMERICAN MARKETS.

-- CONTINUE TO EXPRESS OUR CONCERN, BILATERALLY AND WITH-
IN MULTILATERAL FORA, OVER FINNISH VIOLATIONS OF THE GATT,
THE OECD TRADE PLEDGE, ETC. AS THEY TAKE PLACE.

-- FOLLOW THE DEVELOPMENT OF FENNO-SOVIET ECONOMIC RE-
LATIONS, IN PARTICULAR THE DEPENDENCE OF FINNISH EXPORT
INDUSTRIES ON THE USSR.

-- FOLLOW THE DEVELOPMENT OF FENNO-EAST EUROPEAN ECONOMIC
RELATIONS, IN PARTICULAR ANY GROWTH IN TRADE DUE TO RE-
CENTLY SIGNED FREE TRADE AREA AGREEMENTS.

(C) CULTURAL

-- CONTINUE THE CULTURAL AFFAIRS EXCHANGE PROGRAMS AND
ENSURE THAT NO SIGNIFICANT SECTORS OF FINNISH SOCIETY ARE
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NEGLECTED. GIVE MAXIMUM PUBLICITY TO THE US-FINNISH
AGREEMENT OF JULY 1975 WHICH PROVIDES FOR THE FUNDING OF
THESE PROGRAMS BEYOND 1984.

-- CONTINUE TO SUPPORT FINNISH EFFORTS TO INCREASE PRO-
AMERICAN SENTIMENT IN FINLAND, PRIMARILY THROUGH THE
FINNISH-AMERICAN SOCIETY AND ITS LOCAL ACTIVITIES. DE-
FLECT ANY ATTEMPT TO REDUCE OR ELIMINATE THE SOCIETY'S
CHARTER FLIGHT OPERATIONS WHICH PERMIT APPROXIMATELY
6,000 MEMBERS TO VISIT THE US EACH YEAR.

3. PROMOTE MAINTENANCE OF ADEQUATE FINNISH MILITARY
FORCES

-- ENCOURAGE THE FINNISH MILITARY AND CIVILIAN LEADER-
SHIP TO PROCURE SIGNIFICANT QUANTITIES OF MILITARY EQUIP-
MENT FROM WESTERN SOURCES, OR TO CO-PRODUCE SUCH IN
COOPERATION WITH WESTERN MANUFACTURERS. DISCOURAGE
DECISIONS WHICH COULD RESULT IN FINNISH DEPENDENCE ON
WARSAW PACT SOURCES OF MILITARY SUPPLY.

-- CONTINUE THE MODEST MILITARY ASSISTANCE PROGRAM (GRANT
TRAINING) FOR FINNISH OFFICERS IN THE US.

--
INCREASE EXCHANGE VISITS BETWEEN HIGH-LEVEL US-
FINNISH MILITARY LEADERS.

-- CONTINUE OCCASIONAL VISITS TO FINLAND BY US FLEET
UNITS AND BY STUDENTS OF THE SENIOR US SERVICE SCHOOLS.

4. FURTHERANCE OF AMERICAN ECONOMIC AND COMMERCIAL

INTERESTS

-- FULFILL THE GOALS SET FORTH IN THE FY 1976 COUNTRY
COMMERCIAL PROGRAM (CCP).

-- ENCOURAGE EFFORTS BY THE STOCKHOLM TRADE CENTER TO BE-
COME INCREASINGLY "REGIONAL" IN ITS ACTIVITIES.

-- NSURE THAT FINNISH BUSINESSMEN AND INDUSTRIALISTS ARE
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INCLUDED IN THE MISSION'S VARIOUS CULTURAL EXCHANGE
AND INFORMATION PROGRAM ACTIVITIES.

5. ENCOURAGE THE FINNS TO RECOGNIZE THEIR STATUS AS AN
INDUSTRIALIZED, RESOURCE-POOR COUNTRY AND TO ACT ACCORD-
INGLY ON DC-LDC ISSUES

-- ENCOURAGE FINNISH OFFICIALS, IN THEIR FORMULATION OF
POLICIES ON NORTH-SOUTH ISSUES, TO ADOPT POSITIONS IN
MULTILATERAL ORGANIZATIONS BASED ON THE MERITS OF THE
ISSUES. KISSINGER
UNQUOTE

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